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**GRANTS-IN-AID TO COLLEGES OF ARTS AND
SCIENCE AND SECONDARY SCHOOLS**

By
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GRANT IN AID TO COLLEGES OF ARTS AND SCIENCE
AND SECONDARY SCHOOLS

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EDUCATION COMMISSION
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PREFACE

This paper is really a supplement to the second paper in which the rules of grant-in-aid to educational institutions prevailing in the States of the Indian Union were described. Very soon in the course of the study, it was found out that the rules in theory did not quite correspond to the amount of grants-in-aid actually paid to the schools in practice. For instance, in one State the grant-in-aid was being paid, in theory, at 50 per cent of the approved expenditure and in another at 45 per cent of the approved expenditure. But in the first State, the actual amount of grant-in-aid paid to the schools was less than in the second because of a very rigid and narrow interpretation put on the expression 'approved expenditure'; and so on. It was, therefore, felt that a study should be made, not only of the rules of grant-in-aid as theoretically prescribed, but also of the actual amounts of grant-in-aid paid to different types of educational institutions in the States of the Indian Union. It is from this point of view that the present paper has been compiled.

J.P. Naik
Member-Secretary

GRANTS IN AID TO COLLEGES OF ARTS AND SCIENCE AND GENERAL SECONDARY SCHOOLS

This is the third paper in the series of monographs on grant-in-aid to educational institutions in India. Its object is to study the system of grants-in-aid as it actually operates in practice in the different States of the Indian Union. For convenience of discussion, however, this study is restricted to two types of educational institutions only; Arts and Science Colleges and Secondary Schools of General Education. These are the most numerous institutions in the private sector and it is with regard to them that the situation needs particularly careful consideration.

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GRANT IN AID TO COLLEGES OF ARTS AND SCIENCE

2. Institutions And Enrolment: The following table shows the number of private Arts and Science Colleges and Secondary Schools in the different States of the Indian Union as well as their enrolments for 1956-57 and 1961-62.

Number of and Enrolment in Privately Managed
Arts and Science Colleges and Secondary Schools (1956-57 & 1961-62)

State	Year	Arts and Science Colleges		Secondary Schools	
		No.	Enrolment	No.	Enrolment
Andhra	1956-57	47	39,061	164	1,150,81
Pradesh	1961-62	50	35,058	270	1,83,310
Assam	1956-57	22	11,579	394	1,41,203
	1961-62	37	25,903	602	2,30,703
Bihar	1956-57	55	47,420	976	2,77,805
	1961-62	112	82,678	1,599	5,41,565
Gujarat	1956-57	N.A.	N.A.	N.A.	N.A.
	1961-62	48	26,369	994	3,34,932
J & K	1956-57	2	561	19	10,674
	1961-62	3	894	26	15,764
Kerala	1956-57	35	26,678	582	3,45,035
	1961-62	37	33,156	651	5,06,529
M.P.	1956-57	29	10,027	158	49,945
	1961-62	31	13,431	286	94,045
Madras	1956-57	48	32,244	451	2,76,797
	1961-62	51	37,947	629	3,93,726
Maharashtra	1956-57	N.A.	N.A.	N.A.	N.A.
	1961-62	98	78,383	2,339	8,12,123
Mysore	1956-57	27	13,037	286	96,352
	1961-62	41	22,331	546	1,56,601
Orissa	1956-57	5	1,823	198	42,688
	1961-62	20	5,213	430	83,269
Punjab	1956-57	56	29,901	607	3,53,582
	1961-62	69	33,001	676	3,70,915
Rajasthan	1956-57	24	12,323	75	30,600
	1961-62	21	6,462	128	48,808
U.P.	1956-57	67	50,490	1,353	6,01,683
	1961-62	138	70,057	1,690	9,20,011
W.B.	1956-57	90	92,563	1,636	5,88,717
	1961-62	121	101,888	2,015	7,90,765

Source: Ministry of Education Form A

3. The proportion of private enterprise with regard to colleges of arts and science (as well as secondary schools) to the total enterprise in these sectors shows considerable variations from State to State. This will be seen clearly from the following table:-

Table No. II - Private Colleges of Arts and Science in the
different States of the Indian Union (1956-57 and 1961-62)

	:Percentage of Private :Colleges of Arts and :Science to total in : 1956-57 : 1961-62		:Percentage of enrolment :in Colleges of Arts and :Sciences to total in : 1956-57 : 1961-62	
<u>LOW INCIDENCE</u>				
1. Jammu & Kashmir	16.7	18.8	10.3	11.2
2. Madhya Pradesh	47.6	38.8	33.3	38.9
3. Rajasthan	44.4	37.5	38.7	25.0
<u>MEDIUM INCIDENCE</u>				
4. Mysore	60.0	70.7	43.7	63.4
5. Orissa	35.7	60.6	29.3	40.4
<u>HIGH INCIDENCE</u>				
6. Andhra Pradesh	88.7	76.9	85.1	80.1
7. Assam	95.7	97.4	86.2	93.3
8. Bihar	100.0	100.0	100.0	100.0
9. Gujarat	79.3	85.7	81.8	77.8
10. Kerala	83.3	78.7	76.2	79.4
11. Madras	85.7	86.4	82.2	85.7
12. Maharashtra	79.3	92.4	81.8	90.1
13. Punjab	N.A.	71.1	N.A.	71.4
14. Uttar Pradesh	95.7	97.2	97.1	97.3
15. West Bengal	87.4	90.4	93.0	92.8

N.B: It may be re-stated that, in all these statistics, university institutions have been classified as 'private'. But their over-all number is not large.

Source: Ministry of Education, Form A.

The reasons for low incidence in Jammu and Kashmir, Madhya Pradesh and Rajasthan are obviously the traditions of discouraging private enterprise which prevailed in the areas of the Princely States out of which these new States have grown up. In Mysore, the same cause operates to some extent, particularly in the Hyderabad Karnatak area; and in Orissa the main reason is the large tribal population which necessitates a larger enterprise by the State.

Taking India as a whole, it may be said that the dominance of private enterprise in conducting Colleges of Arts and Science is so great that the entire future of general education at the university stage depends mainly on the policy that we may evolve to regulate and aid private enterprise.

4. Aided and Unaided Institutions: Not every private institution is aided and, for some reason or other, there is always a large number of unaided Arts and Science Colleges. Similarly, the cost per pupil shows considerable variations from State to State and even within the same State from one Management to another. This will be seen clearly in the following Tables:

— 0 —

Assam	4	8	4.6	8.1
Kerala	6	-	9.0	-
Madhya Pradesh	2	1	0.4	0.1
Madras	1	1	0.1	0.1
Mysore	-	6	-	2.5
Rajasthan	2	3	2.8	4.1
West Bengal	17	9	30.5	3.0
Bihar	24	81	19.3	40.8
Uttar Pradesh	17	67	4.6	13.0

Source: Ministry of Education, Form A.

Table No. IV - Cost per pupil in private Colleges of Science and Arts in the different States of the Indian Union (1956-57 and 1961-62)

: Total Cost per pupil in Colleges of Arts and Science : conducted by						
: Government		: Aided Private		: Unaided Private		
:		: Enterprise		: Enterprise		
: 1956-57	: 1961-62	: 1956-57	: 1961-62	: 1956-57	: 1961-62	
Rs	Rs	Rs	Rs	Rs	Rs	
1. Andhra Pradesh	163.1	400.9	239.9	403.2	-	-
2. Assam	368.0	387.8	141.4	186.3	135.1	137.0
3. Bihar	-	-	192.6	234.3	147.1	171.2
4. Gujarat	372.5	296.3	262.4	420.9	-	-
5. Jammu & Kashmir	227.4	283.7	211.2	436.3	-	-
6. Kerala	294.7	489.2	166.9	247.2	253.6	-
7. Madhya Pradesh	281.1	534.3	209.3	791.3	202.9	537.8
8. Madras	312.0	497.9	254.4	362.4	1654.1	1372.2
9. Maharashtra	372.5	455.0	262.4	320.5	-	-
10. Mysore	181.7	264.3	209.0	276.9	-	269.2
11. Orissa	482.0	409.2	194.7	328.5	-	-
12. Punjab	N.A.	452.0	N.A.	307.4	-	-
13. Rajasthan	272.6	471.3	162.7	344.8	520.5	776.3
14. Uttar Pradesh	515.5	609.8	230.2	292.0	261.2	293.7
15. West Bengal	508.1	780.7	139.3	230.6	112.4	160.7

Source: Ministry of Education, Form A.

5, *In so far as aid is concerned, the problem is* serious in two States only: Uttar Pradesh and Bihar. Here the general rule is that no new College gets a grant-in-aid during the first three years of its existence. This has a very adverse effect on standards. It is high time that these States changed their grant-in-aid policies in this regard.

6. A number of very interesting conclusions can be drawn from the figures given in Table No.IV:-

(1) It is, by and large, true that the cost per pupil is higher in government institutions than in private institutions. But this conclusion, which applies to India as a whole, does not apply to every State. In Andhra Pradesh, Gujarat, Jammu & Kashmir, Madhya Pradesh and Mysore, the total cost per pupil in a Government institution is less than that in a private institution.

(2) The range of variation in the cost per pupil between Government and private institution is very large. It is, for instance, almost negligible in Andhra Pradesh (Rs.400.9 in government institutions and Rs.403.2 in private institutions). On the other hand, it is very wide in West Bengal - the cost per pupil in private institutions (230.6) being less than a third of that in government institutions (Rs.780.7).

(3) The rate of increase in cost per pupil also varies largely from State to State. For instance, between 1956-57 and 1961-62, the position in government institutions in Gujarat has worsened (the cost per pupil has fallen from Rs.372.5 to Rs.296.3). The position is that Assam is almost steady; and there have been sharp increases in Madhya Pradesh and Andhra Pradesh.

7. Cost per pupil to Government and average annual fee collected per pupil: The expenditure on private Arts and Science Colleges is generally met from three sources: Government funds; fees and other sources. Obviously, the more important of these are the first two. Table Nos. V & VI on the next page show the cost per pupil to Government (which is equal to the grant-in-aid given by the State) and also the average annual fee collected per pupil.

Table V - Cost Per Pupil to Government in Arts and Science Colleges in the different States of the Indian Union.

	: Government Colleges		: Private Aided Colleges	
	: 1956-57	: 1961-62	: 1956-57	: 1961-62
1. Andhra Pradesh	36.4	256.3	37.9	90.4
2. Assam	267.0	265.8	39.1	76.5
3. Bihar	-	-	61.6	101.0
4. Gujarat	222.9	198.8	43.9	113.3
5. Jammu & Kashmir	222.9	277.0	71.3	324.0
6. Kerala	180.3	384.3	6.0	50.0
7. Madhya Pradesh	228.8	440.7	54.9	632.0
8. Madras	170.4	353.7	59.8	109.3
9. Maharashtra	222.9	330.2	71.3	44.4
10. Mysore	108.0	171.2	44.6	84.1
11. Orissa	304.3	305.7	65.4	163.2
12. Punjab	N.A.	282.3	N.A.	30.1
13. Rajasthan	242.5	403.2	74.6	173.8
14. Uttar Pradesh	405.8	490.3	87.4	121.5
15. West Bengal	382.2	631.6	26.9	76.3

Source: Ministry of Education, Form A.

Table No. VI - Average annual fee collected per pupil in Arts and Science Colleges in the different States of the Indian Union (1956-57 to 1961-62)

	: Average Annual Fee Collected Per Pupil					
	: Government Colleges		: Aided Colleges		: Unaided Colleges	
	: 1956-57	: 1961-62	: 1956-57	: 1961-62	: 1956-57	: 1961-62
	Rs	Rs	Rs	Rs	Rs	Rs
1. Andhra Pradesh	126.3	141.3	110.8	172.9	-	-
2. Assam	98.3	102.5	97.8	103.0	75.9	89.6
3. Bihar	-	-	105.7	121.4	112.1	122.7
4. Gujarat	137.7	91.1	193.2	223.4	-	-
5. Jammu & Kashmir	-	6.7	44.2	1.3	-	-
6. Kerala	112.7	104.1	147.0	182.1	137.3	-
7. Madhya Pradesh	52.2	89.1	76.0	134.0	107.8	123.8
8. Madras	141.6	143.9	159.5	172.2	-	-
9. Maharashtra	139.7	113.0	193.2	230.6	-	-
10. Mysore	73.6	93.0	209.0	152.4	-	130.3
11. Orissa	93.3	100.5	194.7	104.6	-	-
12. Punjab	N.A.	146.8	N.A.	207.0	-	-
13. Uttar Pradesh	107.8	118.2	230.2	133.7	151.3	132.3
14. West Bengal	123.5	147.1	139.3	133.5	102.6	116.7
15. Rajasthan	29.6	67.0	162.7	76.3	193.6	190.2

Source: Ministry of Education, Form A.

8. It will be seen from Table No.V that the cost per pupil met from Government funds is generally higher in Government institutions than in private institutions. In 1956-57, the only exception to this general rule was Andhra Pradesh where the cost to Government in government institutions was Rs.36.4 and that in private institutions was Rs.37.9. In 1961-62, the only exceptions are Jammu & Kashmir (the cost to government in government institutions Rs.277 while that in private institution Rs.324) and Madhya Pradesh (cost to government in government institutions Rs.440.7 and that in private institutions Rs.632.0). The general financial rule is that cost to government per pupil in private institutions (or grant-in-aid per pupil) should not exceed the cost per pupil in a government institution of a similar type. This principle has generally been observed except in the two cases mentioned above. The reasons in Jammu and Kashmir are not known. But in Madhya Pradesh this is due to a defect in the grant-in-aid code according to which the amount of aid per pupil is never calculated or taken into consideration. This point is a major question of policy and would be examined in detail later on.

9. It will also be seen from the above statistics that the cost per pupil met from Government funds is continually rising, both in government and in private institutions. The only exceptions are Assam, where the cost per pupil in government institutions fell from Rs.267 in 1956-57 to Rs.265.8 in 1961-62, and Gujarat where it fell from Rs.222.9 in 1956-57 to Rs.198.8 in 1961-62. The fall in Assam is very small and inconsequential. The figures about Gujarat are not dependable because the statistics for 1956-57 referred, not only to Gujarat only, but to the erstwhile State of Bombay. On the whole, therefore, it may be said that, in Government institutions, the cost to government is continually on the increase. In the same way, the

grant-in-aid per pupil is also being continually increased to enable the private institutions to meet the rising costs and increasing demands of higher education.

10. From the statistics regarding the collection of fees given in Table No. VI, it will be seen that the position varies considerably from State to State. In so far as Government colleges are concerned, the question of average annual fee collected per pupil does not arise in Bihar which has no Government institution. In the other States, the lowest fee collection is in Jammu & Kashmir where all education is free and the average annual fee collected, therefore, represents a small amount relating to matters other than tuition (Rs.6.7 per student per year). The State which comes second in order of low collection of fees is Rajasthan - the average annual fee collected per pupil in this State was Rs.29.6 in 1956-57 and Rs.67.0 in 1961-62. This is due to the tradition of providing free education which was the general rule in the erstwhile princely States. Even today, all girls get free education in Rajasthan. The third in order is Madhya Pradesh where the average annual fee collected per pupil was Rs.52.2 in 1956-57 and Rs.89.1 in 1961-62. The fourth in order is Mysore where the average annual fee collected per pupil was Rs.73.6 in 1956-57 and Rs.93 in 1961-62. These four States, therefore, form one group. The second group consists of States where the average annual fee collected per pupil is between Rs.100 and 150. They include Orissa (Rs.102.5); Kerala (Rs.104.1); Maharashtra (Rs.113.0); Uttar Pradesh (Rs.118.2); Andhra Pradesh (Rs.141.3); Madras (Rs.143.9); Punjab (Rs.144.8); and West Bengal (Rs.147.1).

11. With regard to aided colleges, the general picture is that the average annual fee collected per pupil is much higher than that in government institutions. This is sometimes

due to higher rates of fees charged, but more often to a lower rate of free studentships. It will be seen that, in some States, there has been a fall in the average annual fee collected per pupil. In Jammu & Kashmir, for instance, the amount of annual fee collected per pupil has fallen from Rs.44.2 in 1956-57 to Rs.1.3 in 1961-62. This is due to a practical abolition of tuition fees, in order to make the position in private colleges similar to that in government colleges. In Mysore, the average annual fee collected per pupil has fallen from Rs.209 in 1956-57 to Rs.152.4; in Orissa from Rs.194.7 in 1956-57 to Rs.104.6 in 1961-62; in Rajasthan from 162.7 in 1956-57 to Rs.76.3 in 1961-62; in Uttar Pradesh from Rs.230.2 to Rs.193.7; and in West Bengal from Rs.139.3 to Rs.133.5. On the whole, therefore, it may be said that the trend to reduce the fees or to increase the proportion of free studentships is on the increase. In spite of the concessions granted, however, the average annual fee collected per pupil still continues to be higher in private institutions than in government institutions.

III

GRANT IN AID TO SECONDARY SCHOOLS

12. Extent of Private Enterprise: The following table gives the proportion of private enterprise in secondary education as it was in the different States of the Indian Union in 1956-57 and 1961-62:

Table No. VII

Proportion of private enterprise in Secondary Education in the different States of the Indian Union (1956-57 and 1961-62)

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State	Percentage of private schools of general secondary education to total in		Percentage of enrolment in schools of general secondary education to total in	
	1956-57	1961-62	1956-57	1961-62
<u>Low Incidence</u>				
Andhra Pradesh	22.4	17.3	31.0	28.5
Jammu & Kashmir	15.3	7.9	18.3	15.7
Madhya Pradesh	39.1	31.2	32.1	28.7
Rajasthan	24.8	19.7	27.5	23.1
<u>Medium Incidence</u>				
Madras	50.5	41.5	56.6	51.8
Mysore	53.4	62.4	53.9	56.1
Punjab	N.A.	45.5	N.A.	45.5
<u>High Incidence</u>				
Assam	92.9	95.4	88.4	91.8
Bihar	94.0	96.2	91.7	94.4
Gujarat	85.9	82.2	83.1	81.8
Kerala	78.5	70.1	70.6	65.2
Maharashtra	85.9	89.0	83.1	86.8
Orissa	71.2	81.6	60.1	74.8
Uttar Pradesh	88.5	89.3	89.0	90.0
West Bengal	97.4	97.6	97.6	97.

Source: Ministry of Education, Form A.

13. It will be seen from the above statistics that the incidence of private enterprise in schools of general secondary education is low in four States - Jammu & Kashmir, Rajasthan, Andhra Pradesh and Madhya Pradesh. In the first three States, the cause of this low incidence is the tradition of the erstwhile Indian princely States - out of whose areas these States have been carved out - to discourage private enterprise. In Andhra Pradesh, the reasons are two: (1) a policy to encourage the establishment of secondary schools under local bodies, and (2) the absence of private enterprise in the large Telangana area which formed part of the former Hyderabad State.

14. The States which have a medium incidence of private enterprise in general secondary education are Punjab, Madras and Mysore. In Punjab, there is an emphasis on direct enterprise by the State in the field of secondary education. The same policy prevailed in the ex-Mysore area and in the Hyderabad region of the present Mysore State. In Madras, as in Andhra Pradesh, there has been an emphasis on establishment of secondary schools under local bodies.

15. In all the remaining States, the incidence of private enterprise in general secondary education is high. For instance the percentage of enrolment in 1961-62 in private schools of general secondary education to total enrolment in secondary schools was 65.2 in Kerala, 74.8 in Orissa, 81.8 in Gujarat, 86.8 in Maharashtra, 90. in U.P., 91.8 in Assam, 94.4 in Bihar and 97.00 in West Bengal.

16. If these statistics are compared to those of private colleges of arts and science given earlier, it will be seen that the policies in the field of higher education and secondary education are different only in two States - Andhra Pradesh and Madras. In both these States, private enterprise in collegiate education is larger; but in the field of

to local bodies. In all other States the policies followed in respect of private enterprise in secondary and collegiate education are almost similar.

17. Aided and Unaided Institutions: The number of unaided private secondary schools is fairly large and the policies adopted in this regard vary from State to State. In some States, there are hardly any unaided schools. In others, the rules regarding grant-in-aid are such that a large number of schools remain unaided. The exact position will be seen from the statistics given below:-

Table No. VIII

Aided and un-aided Secondary Schools in the
different States of the Indian Union (1956-57
and 1961-62)

State	No. of unaided schools of general secondary education in		Percentage of unaided schools of general secondary education to total in	
	1956-57	1961-62	1956-57	1961-62
Andhra Pradesh	2	4	0.3	0.3
Assam	34	102	8.0	16.2
Bihar	305	619	29.5	37.2
Gujarat	80	25	4.8	2.1
Jammu & Kashmir	-	1	-	0.3
Kerala	2	14	0.3	1.5
Madhya Pradesh	11	37	2.7	4.0
Madras	14	17	1.6	1.1
Maharashtra	-	88	-	3.3
Mysore	20	67	3.7	7.7
Orissa	49	169	17.6	32.1
Punjab	N.A.	191	N.A.	12.8
Rajasthan	5	8	1.7	1.2
Uttar Pradesh	302	241	19.7	12.8
West Bengal	535	241	31.9	11.6

Source: Ministry of Education
Form A

18. It will be seen from the above statistics that the number of unaided secondary schools is very small or negligible in Andhra Pradesh (4), Gujarat (25), Jammu and Kashmir (1), Kerala (14), Madhya Pradesh (37), Madras (17) and Rajasthan (8). These few schools may have remained unaided due mainly to technical or other reasons and the problem need not be examined in detail. But the position is rather serious in the remaining States. Bihar tops the list with 619 or 37.2 per cent of the total secondary schools remaining unaided. Then come Orissa with 169 or 32.1 per cent of schools, Assam with 102 or 16.2 per cent of schools, Mysore with 67 or 7.7 per cent of schools and Maharashtra with 33 or 3.3 per cent of schools. It will be recalled that even in respect of arts and science colleges, the number of unaided colleges was very large in Assam, West Bengal, Bihar and U.P. If a school remains unrecognised for some technical reasons, there need be no objection to it. But the large number of schools that remain unrecognised in these States is due to an entirely different reason, viz., the policy regarding grant-in-aid. In Orissa, for instance, there is a rule that a secondary school has to begin with Class VIII and that it is not aided till it becomes complete and has Class XI. In other words, there is no grant-in-aid given to any private secondary school during the first four years of its existence. A rule of this type will naturally result in having a large number of unaided schools. This policy is not in the best interests of education and will be discussed in detail later on. It is enough to state here that these States will have to revise their policies of grant-in-aid and reduce the number of unaided schools to the minimum.

19. Cost per Pupil: The following table shows the total cost per pupil in Government aided and unaided schools of general secondary education :-

Table No. IX

Cost per pupil in different types of Secondary
Schools in the States of the Indian Union
(1956-57 and 1961-62)

States	Government Schools of general Secondary education in		Aided Schools of General Secondary education in		Unaided Schools of General Secondary education in	
	1956-57	1961-62	1956-57	1961-62	1956-57	1961-62
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Andhra Pradesh	94.9	113.3	75.7	87.9	212.4	72.0
Assam	108.7	140.9	56.4	89.5	71.4	64.1
Bihar	107.2	135.7	59.6	58.0	58.6	52.3
Gujarat	89.3	98.0	110.1	99.0	161.4	231.8
Jammu & Kashmir	54.5	83.2	54.0	74.0	-	454.6
Kerala	52.7	66.4	46.7	62.0	30.7	71.3
Madhya Pradesh	101.0	137.0	83.7	115.9	81.3	123.9
Madras	83.1	91.4	79.1	91.9	105.7	129.3
Maharashtra	89.3	111.7	110.1	117.2	161.4	210.0
Mysore	106.4	114.8	84.0	96.0	79.8	104.3
Orissa	95.2	123.8	71.6	83.1	74.8	84.5
Punjab	N.A.	69.6	N.A.	45.4	N.A.	54.0
Rajasthan	115.9	131.7	93.3	125.3	220.7	226.4
Uttar Pradesh	213.5	209.3	95.3	93.1	68.3	83.4
West Bengal	204.2	216.5	82.4	94.3	73.6	104.5

Source: Ministry of Education, Form A

20. It will be seen from the above statistics that the total cost per pupil in aided schools is generally lower than that in Government schools because, by and large, they are maintained at a lower level of efficiency (except in a few institutions where the level of efficiency is much higher). The only exceptions to this general rule are Gujarat, Madras and Maharashtra where the total cost per pupil in a private school is the same or higher than any of the Government school. This is because of the existence of a number of private schools which cater to the more well-to-do sections of society and which charge slightly higher fees and pay their teachers a little better. This difference, therefore, raises a very important ~~point of policy~~ policy. What should be the general rule of private secondary schools? Should they be poorer in quality or less-equipped than Government schools, or should they be even better than Government schools? Under the British rule, the policy adopted was to treat Government schools as models and, therefore, the regulations were so framed that the private schools were on the whole, an inferior lot. By and large, this policy has been continued to-date. It will be desirable for us to examine the position and consider whether it may not be better, as is being done even now in some States, to give freedom to private enterprise to experiment and to maintain even better standards than in Government schools.

21. The unaided schools fall into two groups. The first group, which is a large one, consists of very poor schools which cannot even come up to the standard of aided schools. Very naturally, the total cost per pupil in these institutions is very low, even lower than in the aided schools. On the other hand, there are a few

secondary schools - the Public Schools, for instance - which maintain very high standards and which are not aided because they are meant for very rich persons. In these schools, the cost per pupil is very high and the average cost per pupil in all unaided schools also becomes higher than that in aided or Government schools in those States where the number of such schools is very large.

22. It may also be noticed that the difference in the total cost per pupil in Government and aided secondary schools shows large variations from State to State. In Madras, for instance, there is very little difference - the total cost per pupil in Government schools was Rs.91.4 in 1961-62 and that in aided secondary schools in the same year was Rs.91.9. On the other hand, in West Bengal, the total cost per pupil in Government schools in 1961-62 was Rs.209.3 and that in aided secondary schools was Rs.93.1. Even assuming that there should be some difference in the total cost per pupil in Government and private secondary schools, there can be hardly any justification for such large differences.

23. Cost per pupil to Government: As at the college stage, the cost per pupil to Government varies from type of institution to another and also from State to State. The relevant statistics for Government and aided schools of general secondary education are given below :-

Table No.X

Cost per pupil to Government in Secondary Schools
in the different States of the Indian Union
(1956-57 and 1961-62)

State	Cost to Government per pupil in Government institutions in		Cost per pupil in private aided schools of general secondary education in	
	1956-57	1961-62	1956-57	1961-62
Andhra Pradesh	75.9	93.3	30.7	34.7
Assam	84.3	115.0	23.8	54.9
Bihar	76.4	95.2	18.6	15.4
Gujarat	74.7	66.5	42.3	48.5
Jammu & Kashmir	54.3	82.5	18.7	33.3
Kerala	41.1	57.7	26.0	49.0
Madhya Pradesh	93.3	127.7	38.9	41.9
Madras	60.3	79.3	34.9	54.6
Maharashtra	71.7	103.9	42.3	38.3
Mysore	92.2	98.1	29.3	56.7
Orissa	71.9	97.4	23.1	43.1
Punjab	N.A.	59.2	N.A.	7.4
Rajasthan	109.0	115.0	52.6	61.3
Uttar Pradesh	164.5	167.4	30.1	35.3
West Bengal	146.2	160.5	23.3	34.0

Source: Ministry of Education
Form A

24. The statistics in the above table show, not the total cost per pupil, but the cost to Government. In Government institutions, this represents the net expenditure per pupil from Government funds. In aided institutions, it represents the total grant-in-aid per pupil. In unaided schools, there is no cost to Government involved.

25. It will be seen from the above statistics that the grant-in-aid per pupil to a private secondary school of general education is always much smaller than the cost to Government per pupil in a Government institution. The difference between the two is also very large. In U.P., for instance the cost per pupil to Government in a Government institution is Rs 167.4 (1961-62) while the grant-in-aid per pupil in an aided school in the same year is Rs 35.3. In Punjab, the cost per pupil in a Government secondary school in 1961-62 was Rs 59.2 while the grant-in-aid per pupil to a private school in the same year was only Rs 7.4. In Bihar, the cost per pupil in a Government secondary school in 1961-62 was Rs 95.2 while the grant-in-aid per pupil to a private school of general secondary education in the same year was only Rs 15.4. It may, therefore, be observed that the grants-in-aid are, on the whole, far less than they should be. It is because of this small grant-in-aid that the aided schools have to make a greater effort by way of collecting fees and also to collect a good deal of money through other sources.

26. The general principle of financial administration that the grant-in-aid per pupil to an aided school should not exceed the cost to Government in a Government institution is sound. But from the educational point of view, one wonders whether there is any justification for such large differences being maintained in the cost per pupil to Government in a Government institution and the amount given as grant-in-aid per pupil to a private

institution.

27. Average Annual Fee Collected Per Pupil: The data regarding the rates and fees in secondary schools, as well as the concessions in free studentships, as they exist now in different States is not available and is being collected. In the meanwhile, on the basis of actual amount of fee collected in secondary schools and their enrolment, detailed statistics have been prepared showing the average annual fee collected per pupil. These have been given in the following table:-

Average annual fee collected in Secondary Schools in the different States of the Indian Union (1956-57 and 1961-62)

State	Average annual fee collected per pupil in Govt. schools of general secondary education in		Average annual fee collected per pupil in aided private schools of general secondary education in		Average annual fee collected in private unaided schools of general secondary education in	
	1956-57	1961-62	1956-57	1961-62	1956-57	1961-62
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Andhra Pradesh	12.0	19.9	33.2	42.9	166.3	61.0
Assam	24.2	25.4	29.5	32.6	28.7	36.4
Bihar	28.1	39.6	35.7	37.0	40.1	36.5
Gujarat	12.7	30.7	56.2	38.6	113.3	141.2
Jammu & Kashmir	0.2	0.7	14.1	21.0	-	160.5
Kerala	9.4	2.6	16.8	11.2	17.3	40.0
Madhya Pradesh	7.2	8.1	27.9	39.5	18.5	43.8
Madras	22.7	11.8	32.0	23.6	63.8	105.7
Maharashtra	12.7	6.9	56.2	66.3	113.3	175.7
Mysore	13.2	16.0	30.4	22.8	10.2	31.5
Orissa	22.4	25.3	30.1	27.9	28.8	31.8
Punjab	N.A.	9.8	N.A.	30.0	N.A.	31.0
Rajasthan	6.6	16.2	20.5	30.6	125.9	140.5
U.P.	46.8	41.2	55.8	50.4	53.8	63.5
West Bengal	56.9	54.1	48.7	52.6	59.5	87.9

28. It will be seen from the above table that the annual fee collected in Government schools is always considerably less than that in private institutions. This was position at the collegiate stage and we find that a similar position also exists at the secondary stage. The only exception to this are Bihar (where the average annual fee per pupil in Government schools is Rs 39.6 while that in private schools is Rs 37) and West Bengal where the average fee collected in a Government school is Rs 54.1 while that in a private school is Rs 52.6. But these differences are negligible. In Government schools, the collection of fee is generally lower because only standard fees are charged and the concessions given in fees are very liberal. The reason why the Government schools in Bihar and West Bengal collect even more by way of fees than private institutions is not known and will have to be investigated.

29. There is one point which has to be mentioned here. In some States, private schools are given 'fee reimbursement grants'. Under this Scheme, the State Government pays a grant-in-aid equal to the amount of fees lost by private institutions in admitting certain categories of students such as students from the Scheduled Castes and the Scheduled Tribes. In the accounts of the private schools, there are shown as fee receipts, while actually they are paid as grant-in-aid from State funds. This system of accounting is incorrect in principle and disguises the true extent of the expenditure incurred. A better and alternative method of accounting has to be devised for this purpose.

30. In so far as unaided schools are concerned, they have to live mainly on fees. Consequently, the amount of fee collected per pupil in an unaided institution is much higher than in Government institutions or even in aided institutions. This is fully borne out by the statistics